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[redacted]FINAL REPORT

PROGRAM PLANNING AND MONITORING, EVALUATION, AND REPORTING ASSISTANCE: USAID/BENIN

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I. Introduction

A. Purpose

The Africa Bureau is providing all focus country missions with external support for the development and preparation of program strategies and subsequent impact monitoring, evaluation and reporting systems. The system in OAR/Benin, as in other country programs, is based on objectives identified in the country program strategy, using a strategic planning methodology that permits the identification of goals, strategic objectives and targets. This is followed by the identification of information needed on a regular basis by OAR/Benin to assess program progress and impact toward its stated objectives, as well as for reporting to A.I.D./Washington.

B. Methodology and Process

A three-person team, led by Joan Atherton, AFR/DP, and including Jerry VanSant, RTI, and Joe DeStefano, AFR/ARTS, visited Benin from February 22-26, 1993. The team worked closely throughout the entire process with all professional staff of the OAR present in-country, and with key contractors providing technical assistance to the Children's Learning and Equity Foundations (CLEF) Program. In addition, two education experts from ARTS/FARA were visiting OAR/Benin during the week, and were able to participate in one or more discussions regarding program monitoring, evaluation and reporting (MER).

Prior to the intensive week of work on both program planning and MER, preparation had begun in OAR/Benin as well as in AFR/W. The team was presented on arrival with draft sections of the Country Program Strategic Plan (CPSP), which brought together the analysis and assessments completed to date on Benin's development constraints and opportunities, other donor activities and an initial program logframe. The OAR had also undertaken several analytical exercises to revalidate the importance of the key direction of the A.I.D. program in Benin, and to prioritize among several other areas to which the program might make a more limited contribution. For its part, the team had been briefed by AFR/CCWA, AFR/DP and AFR/ARTS staff regarding the scope and content of the OAR/Benin program, its historical background, and the expectations for programming during the remainder of the planning period. Background documents, principally the CLEF PAAD/PP, program agreement and amendments, as well as a macroeconomic analysis and the FY 1994 ABS, were made available to the team at the time of its planning meeting.

In order to familiarize all OAR staff with the methodology, objectives and definitions related to program logical framework development and program measurement, a four-hour working session with all participants was facilitated by the team during the first working day of the week. This session provided the DFA context and a common vocabulary (Annex 2) for the development of objective trees and the program logframe. An abbreviated version of the CLEF logframe was used as the illustration of the objective tree methodology. The session

provided a common framework from which the staff could review and critique their previous work and move forward to refine its objectives.

Based on the understanding of both OAR/Benin and A.I.D./Washington that the focus of the country program for most of the planning period is on the primary education subsector, work on developing a country program logframe began by a complete review of the CLEF, linking it from the input level to the country program goal level. The entire group participated. The review led to a reaffirmation that the CLEF purpose statement was in the manageable interest of OAR/Benin, reflected people-level impact and was appropriate as a strategic objective. However, the expression of that statement was refined to be more measurable and to reflect additional knowledge gained by OAR/Benin during the program's implementation. The group found in its review of the logic that, in contrast to the four Supporting Objectives of the CLEF PAAD, there were actually five targets in the Mission's country program logframe that were critical to strategic objective achievement. In addition, a new level of outputs was identified as necessary to achieving the country program targets (Annex 4 lists items identified at each level; note that "Outputs" are preliminary and require additions and refinement).

Once the strategic objective and targets had been identified and refined, two working groups were formed: generalists and education specialists. The two groups worked simultaneously for half of the next two days and convened in plenary to provide each other feedback during the other half. The generalists worked on an initial articulation of, and a subsequent identification of potential indicators for goal, sub-goal and targets of opportunity. It also reviewed the necessary and sufficient elements for achievement of the strategic objective, sub-goal and goal in order to identify key assumptions that underlie the country program logframe. The results of this work are represented by the objective tree shown in Annex 1, as well as in the narrative sections of the report. The education specialists worked on specifying indicators for the strategic objective and targets and beginning the identification of data sources and responsible entities within OAR/Benin, its contractors, grantees and the GOB resulting in the table shown on pages 10-11.

The final session of the week included a review of the progress made during the course of the week and an identification of next steps to be taken both by OAR/Benin and AFR/W. The team then met with the U.S. Ambassador to discuss the week's work and the remaining actions to be taken. A meeting was also held with the A.I.D. Representative, Program Office personnel and the CLEF contract Chief of Party to discuss the draft CPSP document and its further development.

II. The Benin Program

This chapter describes the OAR/Benin program, including the program goal and sub-goal, the single strategic objective and its five targets, and three tentative targets of opportunity. The Benin Program Logframe is depicted in Figure 1 (Program Logframe).

A. Program Goal

Promote broad-based, market-led, and sustainable economic growth

Within the overall framework of U.S. policy and in the context of 1) Benin's full transition to democracy and 2) a forward moving structural adjustment program, the Mission has defined a goal that parallels the goal of the Development Fund for Africa (DFA) Action Plan.

B. Program Sub-goal

Improve the human resource base of Benin

Mission analysis of the environment for development and democracy suggests that the quality of Benin's human resource base is a major determinant to program goal achievement. As depicted in Annex 1 (Program Logframe Context), there are several other development needs. These include a supportive enabling environment, stable and responsive governance, infrastructure investment and maintenance, and a good private investment climate.

The Mission has analyzed these program options, Government of Benin (GOB) absorptive capacity, and other donor activity in the country as a basis for deciding on a program focus in the human resources area. Benin requires an educated human resource base with the capacity to respond to changing skill needs. Moreover, a good education system gives people the opportunity to realize their own potential as citizens. As they do so, the wider society and the economy will benefit.

C. Strategic Objective

Achievement of sustainable quality, equity, and efficiency in the primary education system of Benin

Central to eventual realization of the sub-goal is reform of Benin's formal primary education system. After considerable study and deliberation among A.I.D., the GOB, and other donors, the Mission developed a major primary education reform effort, the Children's Learning Equity Foundations (CLEF), which will continue throughout the CPSP period. The CLEF

program provides substantial direct budgetary assistance to the GOB needed under the structural adjustment program. Program conditionality and project support are aimed at assuring that critical education investments necessary for sustained long-term growth and social stability are neither postponed because of Benin's austerity program nor continued in their current inefficient and inequitable patterns.

Given projected OAR/Benin budget and staffing levels, and in view of the importance of reforming Benin's primary education system, the Mission has focused its program on this single strategic objective. Since establishing government and private provision of quality basic education in an equitable and sustainable fashion touches on many other dimensions of improving Benin's human resource base, the Mission proposes to address some of these through its Targets of Opportunity (see page 6).

D. Targets

Five country Program Targets reflect the primary components of the CLEF program. The targets represent what the GOB and OAR/Benin believe to be necessary and sufficient elements for A.I.D.'s assistance to assure that a sustainable quality primary education system will be established and maintained. The program targets include:

1. Key pedagogic systems for delivering quality education upgraded

This target addresses the need to reform, improve, develop, and monitor school quality, the primary school curriculum, primary school instruction, teacher training, the capacity to develop, procure, and distribute pedagogic materials, and student assessment systems.

2. Equity of access to FQL primary schools increased

This target addresses both an overall increase in access to quality schools as well as equitable enrollment by region and by gender.

3. Sufficient financing for primary education established and maintained

This target addresses budgetary reforms and the assurance of adequate resources for primary education. Elements of this include both increasing real expenditure on primary education and a shift to a higher share of expenditure on pedagogical materials versus teacher salaries.

4. *Citizen involvement in primary education increased (NGOs, community groups, parents)*

This target addresses public involvement in reform to ensure transparency of decision making, public accountability, and sustainability of the system of primary education.

5. *Improved institutional capacity for education planning, management, and accountability*

This target addresses planning and management capacity, especially in the Ministry of Education, with the aim of increasing transparency, accountability, and sustainability. Critical capacities include setting objectives, managing information, and financial accountability.

E. Targets of Opportunity

As part of the analytical work leading up to the CPSP, OAR/Benin carried out several exercises (see Annex 4 for an example) that ultimately revalidated the education sector focus. In the process, however, several other **potential** areas emerged in which the U.S. might have comparative advantage in addressing a development constraint. These areas are scheduled for some additional analysis, as well as for examination as to their management requirements. During the week of program planning assistance, the potential targets of opportunity were assessed in terms of the Africa Bureau program guidance for targets of opportunity: 1) an area of Congressional (or other compelling external) concern; 2) a historically important and successful area of A.I.D. programming that falls somewhat outside the Mission's proposed focus, and which needs some continued **limited** support to realize the full benefits of earlier investment, and/or 3) a new (to the Mission) or experimental activity in which results are either uncertain or unlikely to be significant. Through the discussion, and in order to identify impacts even within targets of opportunity, the Mission reduced the number of potential targets of opportunity for consideration from four to three by amalgamation.

1. Target of Opportunity #1: Increase the contraceptive prevalence rate

In its analysis of constraints to Beninese development, and, more specifically, to achievement of the sub-goal of an improved human resource base, the 3.1 percent population growth rate has been identified as critical. The contraceptive prevalence rate is estimated at between 0.7 and one percent nationwide, with a 4 to 7 percent CPR in urban areas. There is thought to be considerable unmet demand for modern contraceptives, and even traditional family planning methods have fallen into disuse. A.I.D. has had a modest investment in family planning in Benin through central bureau programs. The other major donor has been UNFPA, and there is a small number of international and local non-governmental groups active in the sector. The experience in surrounding countries suggests that using existing health infrastructure and

social marketing approaches could raise at least urban couple years of protection substantially during the planning period of the CPSP. The Mission will both evaluate more closely its own recent experience with two central bureau activities and request some additional analytical support from REDSO/WCA to further explore this possibility.

2. Target of Opportunity #2: Improve health using community-based services in selected geographic areas.

Challenges to health, particularly in rural areas of Benin, remain a constraint to improved human resources. Though the Mission has refocused its efforts on education, A.I.D. has a rich experience in the health sector. From that experience, the Mission has derived the component that is unique to the U.S. approach: information, education and communication at the community level. Moreover, the GOB has been so impressed with the A.I.D. program that it has requested A.I.D. to expand its territorial coverage to the entire Zou Province (instead of just its northern half) and to Mono Province as well. The Japanese aid program has taken over the capital component of the former A.I.D. approach, giving the Mission an opportunity to expand its replicable model for community-based health education to include both water borne diseases (expanded from guinea worm alone) and family planning. A U.S. private voluntary organization has expressed interest in undertaking such a limited intervention through a partnership with at least one Beninese NGO.

3. Target of Opportunity #3: Enhance key elements of the regulatory environment and of management capacity to promote private sector initiative.

Three elements of the enabling environment for the private sector require near-term attention if Beninese economic growth is to occur These are: 1) the establishment and maintenance of an independent judiciary; 2) the passage of a number of laws - including those related to the investment and labor codes - that were left incomplete at the time that the Constitution was ratified and 3) the peaceful transition of power to the next democratically elected government. None of these items is very program resource intensive, but they are areas in which a small amount of technical assistance, policy dialogue and/or opportunities for study and observation of other systems would make a difference. In order to have a supply of entrepreneurial individuals with adequate management capacity to develop a dynamic private sector, the Mission plans to continue to make use of the HRDA and ATLAS programs for strategic training of candidates who would constitute that supply.

F. Cross-Cutting Issues

OAR/Benin has identified three themes that will underlie its approach to development in Benin. These are:

1. *Reinforce democratic governance;*

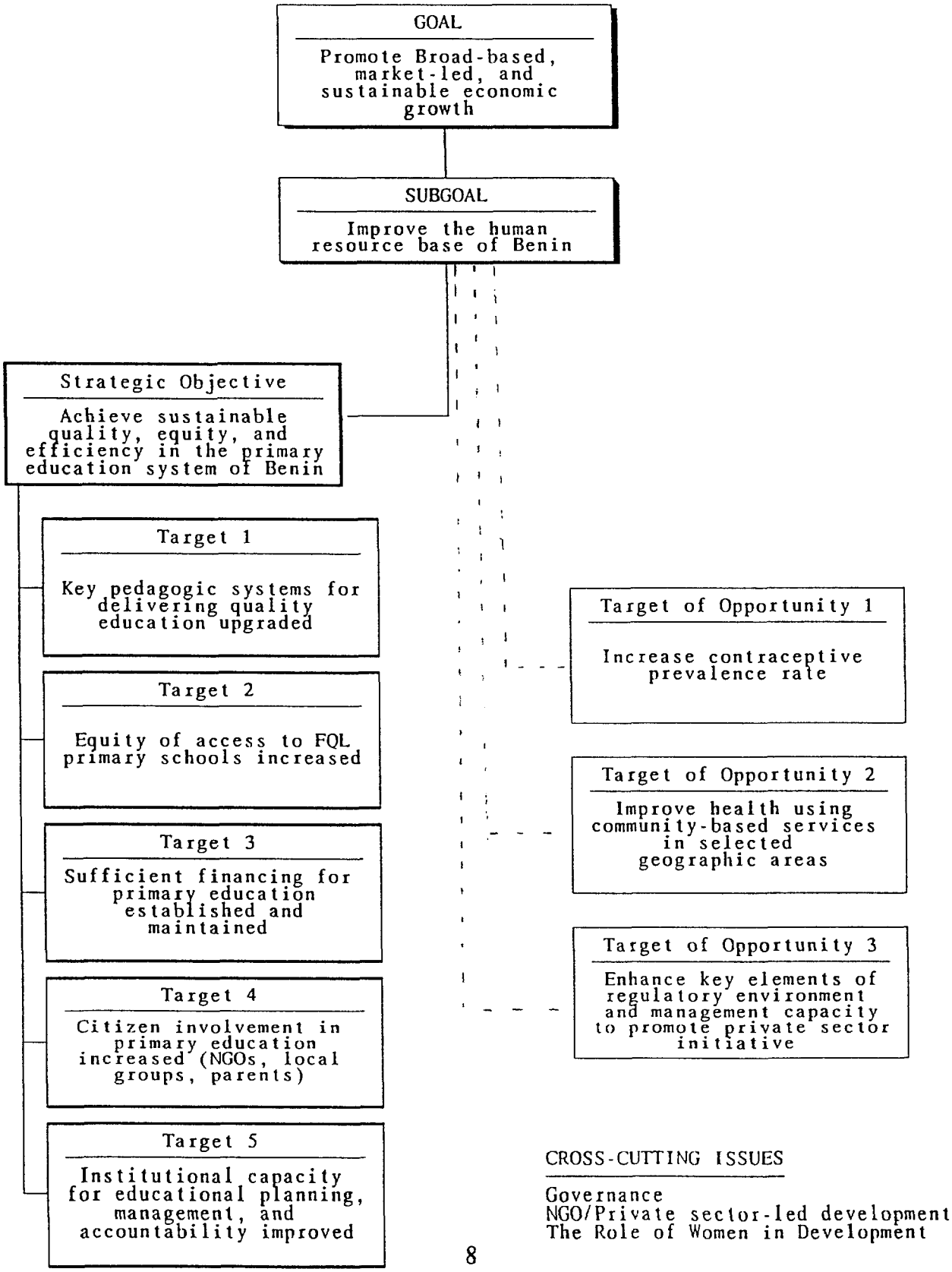
2. *Support non-governmental, private sector lead roles to achieve development objectives; and*

3. *Reinforce the role of women in Beninese development*

The Mission plans to demonstrate in its CPSP that its approach to achievement of its Program Targets (and progress toward its Targets of Opportunity) will address these cross cutting issues. For example, the Mission's approach to its second target of opportunity (improve health using community-based services) addresses the cross-cutting issues of supporting NGO roles in Beninese development and of reinforcing the role of women in development.

USAID/Benin
PROGRAM LOGFRAME

26 February, 1993



CROSS-CUTTING ISSUES

Governance
NGO/Private sector-led development
The Role of Women in Development

III. Performance Monitoring

A. Program Goal and Sub-goal

While the Mission is not obliged to report to A.I.D./W on program goals and sub-goals, performance information at these levels is essential for understanding key country trends to which the Mission strategy is designed to contribute.

The Mission has identified some choices in country trend indicators to track achievement at the program goal and sub-goal level. Criteria for selection of these indicators have included a people-level dimension, availability of timely and relevant data, and significance for reporting trends to a wider audience. The indicators that follow for the goal and sub-goal levels are the result of some initial brainstorming; a process of narrowing these lists remains a continuing task for the Mission.

At the level of the Benin Program Goal, ***Promote broad-based, market-led, and sustainable economic growth***, the Mission is considering the following measures:

1. GDP trend (to track overall economic growth)
2. agricultural production volume and value (as a proxy for income growth and distribution)
3. credit availability (as a proxy for the market environment)
4. stabilization and economic reform trends (indicating an appropriate and sustainable enabling environment)
5. live birth rate (as a proxy for income distribution)

At the level of the Program Sub-goal, ***Improve the human resource base of Benin***, the Mission is examining the following options. As appropriate, they will be gender disaggregated.

1. income (using GDP per capita)
2. total fertility rate trends (aspects of women's health status can also be inferred)
3. health measures (life expectancy, morbidity)
4. labor productivity (output per worker)
5. literacy rate
6. nutrition trends
7. new business starts (as a proxy for business leadership development)
8. voter turnout (as a measure of civic participation)

B. Strategic Objective and Targets

Below is a discussion of some of the underlying rationales and thought processes that led to indicator identification. Table 1 shows the initial set of specific indicators that derived from this process. These indicators will be refined and a final set established as per the suggestions in next steps.

1. Strategic Objective: *Achievement of sustainable quality, equity, and efficiency in the primary education system of Benin*

The Mission's work on identifying performance indicators and indicators for the program targets derived from the activities of the CLEF was guided by two main concerns. The first was to make use, to as great an extent as possible, of the indicators identified in the CLEF logframe. The second was to include in the evaluation of people level impact the means to measure the intermediate accomplishments essential to the success of the program.

The Mission identified global performance indicators reflecting people level impact in the three main areas of focus of the strategic objective: quality, equity, and efficiency. Specific elements of the sustainability of impact will be tracked through some of the indicators at the target level. Given the emphasis on the use of a standard for fundamental quality level (FQL) schools as a framework for the reform of the education sector, the percent of students having access to FQL schools will serve as a sound overall indication of the impact of the program. In order to demonstrate that increasingly greater numbers of children are entering the system, the Mission chose also to monitor the gross enrollment rate (GER) disaggregated to show equitable improvements in access to basic education by gender and rural/urban distinctions.

An even more precise measure of the impact of USAID's efforts to improve the quality of primary education will be possible through monitoring the percent of third and sixth grade completers (male and female) demonstrating mastery of core competencies. The evaluation of that mastery would be conducted through the regular sample-based assessment of students in core elements of the newly implemented competency-based curriculum. Improvements in efficiency will be tracked through monitoring of average primary repetition and drop-out rates for boys and girls. OAR/Benin is considering adding to these standard measures of internal efficiency some measure of cost per primary school graduate reflecting the efficient use of both teacher and material inputs. Average salary and non-salary costs per graduate are included in the indicator table as possible indicators responding to that concern.

Data on GER, repetition and drop-out are already compiled by the Ministry of Education and baselines can be set for the years prior to the beginning of the GOB's reform efforts and the CLEF (i.e. 1990). Data on student enrollment in FQL schools will not be available until the standard is defined and an operational information system able to evaluate schools with respect to FQL is functional. Similarly, student assessment in core competencies will only be possible after the institution of the new curriculum and testing methods. Because of this, the

indicators will also serve as measures of the success of the program in putting in place those institutions and procedures.

2. Targets

Target 1.1: *Key pedagogic systems for delivering quality education upgraded*

Target 1.1 places emphasis on the development and improvement of pedagogical systems, the outcome of which will be reflected in many of the measures mentioned above. Indicators specific to this target were therefore selected to monitor the development of permanent systems in three areas of pedagogical reform: curriculum development, assessment, and teacher training. Evaluation of the impact of teacher training proved especially difficult, given the nature of the Beninese approach to in-service training. Teacher in-service training is intended to be delivered through the existing permanent support network comprised of inspectors, pedagogical counselors, pedagogical units, and school directors. Training will be regular and continuous so it will not be possible to ascertain numbers of teachers trained in a given period. To overcome this problem, and to better assess viability of the support network, periodic evaluation of how well this system functions will be required. That evaluation should also include an assessment of teacher performance in the classroom (i.e. how well do teachers make use of new curricula materials and practices). It will be important for the Mission, in conjunction with CLEF and GOB personnel, to define the terms of reference of such an evaluation and to establish a priori the expected results. Tracking the percent of teachers with minimum qualifications, if in-service participation will lead to qualification upgrading, would also give an indication of the impact of the training system. Baselines measures for the first two indicators would simply state that neither the curriculum or testing systems are in place. An initial evaluation of in-service training and teacher performance would serve as a baseline for that indicator. Data are already available on teacher qualifications and a pre-reform baseline should be established.

Target 1.2: *Equity of access to FQL primary schools increased*

Target 1.2 addresses the equitable provision of fundamental quality primary education. There are two main equity concerns: that both male and female students gain access equitably to FQL schools, and that FQL schools be established equitably by region. The indicators selected by the Mission address both these concerns. Baselines will be established following the definition of FQL and the evaluation of schools with respect to that standard. Continued reporting on these indicators would follow the Ministry of Education's (MOE's) annual updating of FQL statistics as part of its regular management and planning functions.

Target 1.3: *Sufficient financing for primary education established and maintained*

Indicators for the Target 1.3 will track the availability of sufficient financing for sustaining the reform. The Mission selected three levels of monitoring of impact. At the highest level, real government allocations and expenditure on primary education will be tracked to assess overall effort to make resources available for basic education. Monitoring both allocation and expenditure will permit an assessment of the program's impact on i) GOB willingness to budget resources for primary education and ii) MOE ability to make use of those resources. The percentage of MOE budget allocated and expended on primary education will indicate the maintenance and relative importance of primary education in the overall sector. The best measure of sustained financing of improved education will be the annual real primary unit expenditure on pedagogical materials. Data for all three of these indicators should be available for pre-reform dates, although the third one may have to be estimated (improvements in budget nomenclature will make it easier to track this as of 1992). An important issue the Mission will need to consider further in assessing primary education financing is the quantification of parental contributions. The three indicators describe above address only public sector expenditures.

Target 1.4: *Citizen involvement in primary education increased (NGOs, community groups, parents)*

Target 1.4 presents the greatest difficulty in defining indicators. Popular participation in primary education can (and does) take many forms and occurs at different levels in the system. The exact nature of that participation will vary and depend on how the education system evolves and on how well democratic processes and institutions extend through Beninese society. The Mission has at least identified three main elements of improved participation: i) resource mobilization and management at the school level; ii) oversight of public sector management and administration of education; and iii) non-governmental provision of services based on constituency demands.

Two indicators of the impact of program efforts to improve participation have been proposed. At the school level, monitoring of the ratio of active APE membership to potential membership would give some indication of parental assessment of the viability and utility of APEs. This approach relies on certain assumptions about informed choices at the community level and about the development of APEs as representative entities. Some further reflection may be required to either refine this indicator or define another to accompany it. At the national or regional level, monitoring the emergence of new NGO activities related to the education reform objectives would indicate, depending on the nature of those activities, an increase in non-governmental provision of services and the development of alternative avenues for popular participation in the education sector. Monitoring the establishment of private schools is another indicator of this aspect of popular participation.

Target 1.5: *Improved institutional capacity for education planning, management, and accountability*

Target 1.5 envisages the improvement of ministerial institutional capacity in the areas of planning, management and accountability. The Mission worked hard to define a composite scale indicator that would capture the complexity of the institutional changes that would be brought about by successful implementation of reform in the education sector. Institutional capacity will be rated on a scale of 0 to 10 on the basis of the development of the essential elements of decentralized, transparent planning and budgeting based on FQL and the use of an EMIS, and on institutionalization of regular audits. Specifically, this indicator will assess whether the following have taken place:

- FQL defined
- computers in place in DDE and data being collected and used
- reports on school status with respect to FQL generated by DDE
- clear statement of DDE objectives and job descriptions for personnel
- MEN budget prepared based on DDE proposals
    - * informed by current FQL reports
    - * which are rational and transparent
- DDE manages budget execution and produces regular expenditure reports
- regular internal audits conducted and published
    - * disaggregated for schools, DDE, and MEN
    - * meeting internationally accepted standards

TABLE 1: API MATRIX FOR STRATEGIC OBJECTIVE AND TARGETS

Strategic Objective/ Target/Subtarget	**Performance Indicator/Indicator**	**Baseline/Yr Source/Responsible**	**1994**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**
Strategic Objective 1. Achieve an efficient, equitable, and sustainable quality primary education system.	Performance Indicator 1.a. % of students in FQL schools	?/1994 EMIS/?	FQL defined Baseline						75%
	1.b. GER Total Female Rural	 ?/1990 EMIS/? ?/1990 EMIS/? ?/1990 EMIS/?							 78% --% --%
	1.c. % of gr. 3 & 6 completers demonstrating mastery of core competencies (male and female)	?/1997 ?/1998				Baseline gr 3 boys girls	Baseline gr 6 boys girls		
	1.d. Avg. repetition gr 1-5 M F Avg. dropout gr 1-5 M F	?/1990 MEN/? ?/1990 MEN/? ?/1990 MEN/? ?/1990 MEN/?							< 15%
	1.e. Tchr salary cost/graduate Non-salary cost/graduate	?/1990 MEN/? ?/1990 MEN/?							
Target 1.1. Pedagogical systems upgraded	Indicator 1.1.a. Competency based curric dev'd and in use.	NO/1992 CLEF/?	Gr 1,2 def'd and tested	Gr 3,4 def'd and tested. 1,2 general'd	Gr 5,6 def'd and tested. 3,4 general'd	5,6 general'd			Cycle Exams based on new curric
	1.1.b. Assessment systems developed and in use	NO/1992 CLEF/?		Grade 1,2	Grade 3,4	Grade 5,6			
	1.1.c. Results of evaluation of permanent in-service system	?/1994 CLEF/?	Baseline			Evaluation			Evaluation
	1.1.d. % tchers w/minimum qualification	?/1990 MEN/?							
Target 1.2. Equitable access to FQL schools	Indicator 1.2.a. % male stdts in FQL % female stdts in FQL	 ?/1994 EMIS/? ?/1994 EMIS/?	Baseline						
	1.2.b. % of schools meeting FQL standards, by region	?/1994 EMIS/?	Baseline						

TABLE 1: API MATRIX FOR STRATEGIC OBJECTIVE AND TARGETS

Strategic Objective/ Target/Subtarget	**Performance Indicator/Indicator**	**Baseline/Yr Source/Responsible**	**1994**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**
Target 1.3. *Sufficient financing established and maintained*	Indicator 1.3.a. Real allocation and expenditure on primary ed.	?/1990 MOF,MEN/?							
	1.3.b. % MEN budget allocated and expended for primary education	?/1990 MOF,MEN/?							
	1.3.c. Annual real per pupil expenditure on pedagogical materials	?/1990 MOF,MEN/?							
Target 1.4. Citizen involvement in primary education increased (NGOs, local groups, parents)	Indicator 1.4.a. Avg. regional ratio of active APE members to potential membership	?/1993 Study/CLEF							
	1.4.b. # of NGO activities addressing ed reform object.	?/1993 CLEF/?							
	1.4.c. # of private schools	?/1990 MEN/?							
Target 1.5. Institutional capacity for ed. planning, management, and accountability improved	Indicator Composite rating of decentralized use of FQL, EMIS, and sound accounting and control practices. (0 to 10)	?/1994 CLEF/?	Baseline						

C. Targets of Opportunity

Under the current guidance, Africa missions are not required to report on targets of opportunity. However, there are two excellent reasons for OAR/Benin to be concerned to establish measurable indicators for, and to track, any of the three proposed T.O.s The first is that OAR/Benin will want to establish a baseline for all of its activities and to understand whether it is achieving these targets of opportunity both for reasons of their impact on peoples' lives and to assure itself that the activity's benefits continue to outweigh the management costs. The second reason is that two of the three proposed T.O.s - family planning and health - are Congressional targets in the DFA legislation, and the Bureau makes a special effort to collect information on these areas. Areas of Congressional interest have both positive and negative incentives associated with them: on the one hand, OAR/Benin may be asked to report on progress toward results in Congressional target areas outside of the API framework should the need arise; on the other hand, OAR/Benin should be able to avail itself of regional and central resources to assist it in setting up appropriate systems of measurement. For example, OAR/Benin might request some technical assistance to the U.S. PVO interested in health to help that entity to meet the MER responsibilities for T.O. #2.

IV. Next Steps

A. Strategy Development

CPSP Preparation

- Analyze and articulate assumptions underlying goal/sub-goal - strategic objective - target linkages and logic.

- Continue analysis and discussion to refine targets of opportunity.

- Define, at least notionally, levels of progress that might be achieved in all program areas. This will require establishing indicators for the T.O.s so that the CPSP narrative can include a discussion of expected outcomes with the levels of effort proposed for these areas (e.g., for family planning, what percent change in either CYP or CPR would be expected and whether in urban areas only or country wide).

- Flesh out CPSP document, especially analysis supporting selection of targets and targets of opportunity.

Building a Constituency for the OAR/Benin Strategy

- Give high visibility to use of program objectives and related information as a basis for Mission decision making.

- Discuss the general flow of the objective tree with GOB officials, interested private groups in Benin, and international organizations as appropriate to build their understanding and commitment to expected results.

- Maintain communication with A.I.D./W in advance of CPSP submission to obtain early feedback on the program logframe and its underlying strategy. Request that AFR/W review the report of the PPA/MER team, consulting with team members as necessary to ensure that it has been understood, and provide comments, specifically on the proposed program strategy within a month of the return of the team to the U.S. Ensure that AFR/CCWA solicits comments of key technical and managerial personnel in A.I.D. and transmits those comments to OAR/Benin.

Program Week Considerations

- Review staffing resources and needs in light of effective management and monitoring of the Mission strategic objective and targets and discuss these needs with A.I.D./W. Understand and be able to articulate during program week what OAR/Benin expects from AFR/W as the latter's part of the management contract between the field and headquarters (e.g., prompt action on filling the GDO position). Although only watch list country missions are formally asked to present alternative "scenarios," if the Mission believes that the lack of certain critical inputs, or the addition of a few key resources could make a difference in the impact it expects to achieve, these alternatives can be spelled out as part of Section VI of the CPSP or as a separate presentation.

- Depending upon the month of strategy submission and review, and the status of the performance monitoring system, OAR/Benin may wish to request an exemption from completion of an FY 1993 Assessment of Program Impact. There is precedent for this, as in the cases of Madagascar in the FY 1992 API cycle, and Guinea in the FY 1991 API cycle.

B. Implementing a Performance Monitoring System

OAR/Benin should review the results of its work with the PPA/MER team as recorded in this report and make revisions, as it sees fit, to the proposed set of indicators for the Program Goal, Sub-Goal, Strategic Objective and Targets. Significant progress was made during the PPA/MER week and the Mission established a fairly thorough set of indicators for the CLEF-specific elements of its program. However, some further reflection and refinement is still required to arrive at the most parsimonious system for monitoring program impact. With that in mind, the team makes the following recommendations to be considered in finalizing the development of a performance monitoring system:

Overall Recommendations

- In general, the Mission should validate the selection of each indicator and determine the specific sources of the information which each requires and identify who will be responsible for producing it. A sample table for clearly defining each indicator is given in Annex 5.

- Once a complete set of indicators is assembled, scrutinize them carefully and eliminate as many as possible, using criteria such as directness of measurement (quality), ease and cost of data collection, and redundancy.

- Establish the baseline as close to the year preceding the start-up of the activity as possible. Baselines should not all coincide with the beginning of the CPSP

period. Target levels for each indicator for specific years as well as for the end of the program cycle need to be determined where possible and should be based on likely progress in implementing the CLEF (action plans).

- OAR/Benin should also consider the periodicity of reporting on each indicator, bearing in mind that each indicator does not have to be reported on each year. A sub-set that meets minimal tracking requirements could be identified and additional indicators could be reported in alternative years to provide a fuller perspective on impact.

- To the greatest extent possible, the EMIS, CLEF implementation tracking, annual conditionality reviews and the performance monitoring system (API) should be coordinated and built on each other. The Mission's management plan could pay special attention to the integration (timing) of its involvement in these different information gathering, analysis and reporting activities.

- Plan for linkage studies to check key programmatic assumptions, or to assess impacts, that cannot be easily quantified. For example, tracking changing attitudes towards girls' schooling or the intrahousehold allocation of responsibility for school fees and its correlation to membership in the APE (and therefore decision making about how parental contributions will be used) might also require more intensive study to ensure that the Mission's crosscutting theme of gender equity is being operationalized.

- Review the API guidance, and the API compendium (FY 1992 should be out shortly) to help envision the type of report OAR/Benin will be preparing, and to learn from others' experience as to useful indicators for program elements.

- Discuss with Bureau technical advisors the pros and cons of supporting a Demographic Health Survey in Benin, whether alone, or parallel financed with some of the other donors.

- Establish a management plan for Mission **analysis and use** of performance monitoring information.

Goal and Sub-goal

- Narrow the preliminary list of goal and sub-goal measures to approximately three for each.

Performance Indicators

- The Mission expressed concern about the efficiency component of the Strategic Objective and has begun formulating possible measures of improved efficiency in the primary education system. The initial suggestions of tracking repetition and drop-out rates as well as a proxy like teacher salary costs per sixth grade graduate have been included in the draft indicator table. It will be useful to further explore how best to capture the elements of efficiency the Mission has identified as being central to the sustainability of the impact of its program.

Target Indicators

- Revisit indicator 1.1.c regarding the development and operation of permanent in-service teacher training to determine how best to capture changes in the existing support network and teacher performance. Specific attention should be given to defining the scope and intent of periodic evaluations (if that is maintained as the indicator of impact) as well as to expected results at different times during the program cycle.

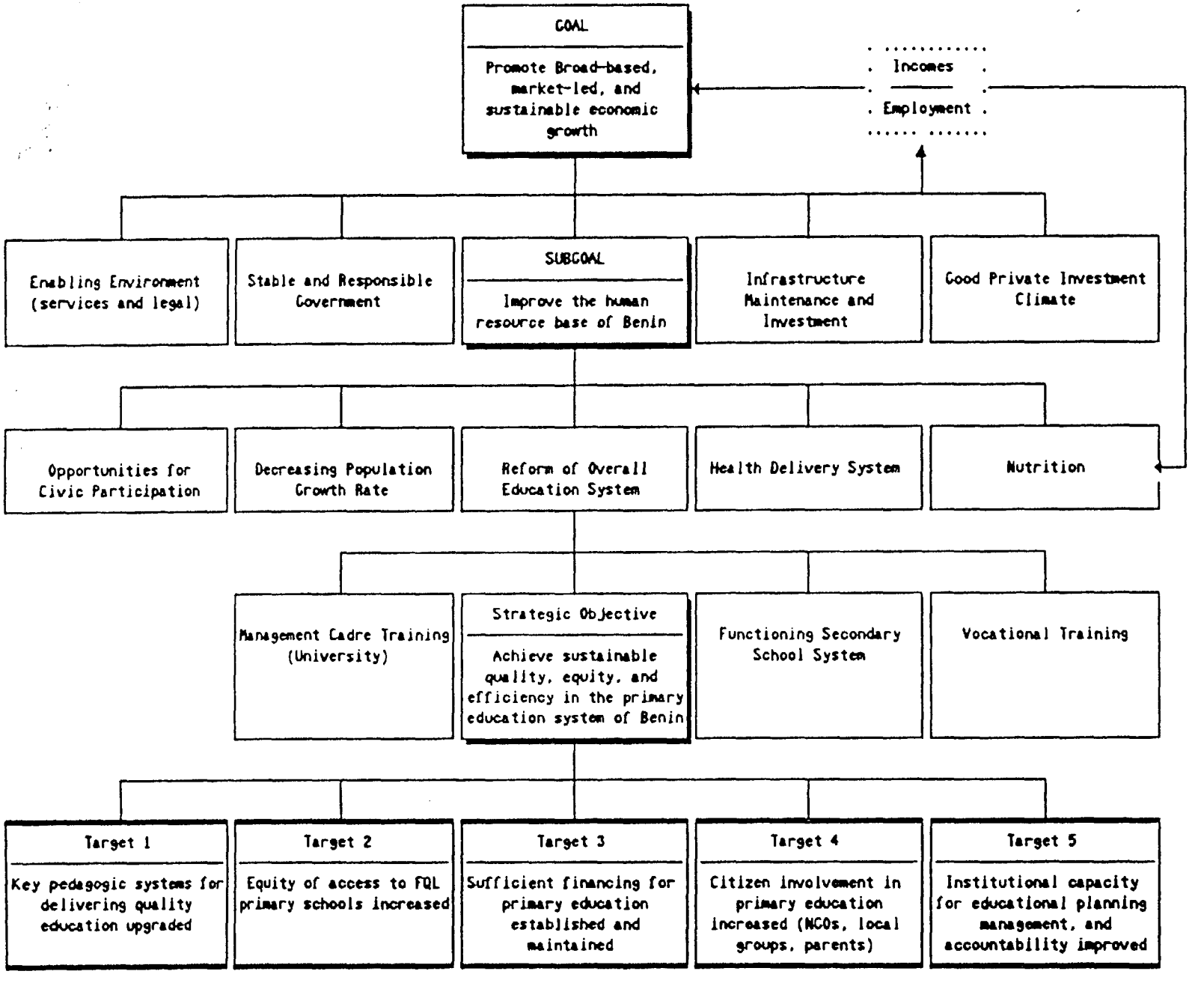
- Indicators proposed for Target 1.4 represent a first cut at measuring impact in the inherently difficult area of non-governmental participation in the education reform. Further probing of the types of expected outcomes from the MOE's, the CLEF's and other actors' interventions may reveal some other potential indicators.

- Determine activities required to set baselines on indicators for which no baseline currently exists and especially for those intended to measure institutional or behavioral changes (like 1.1.c, 1.4 and 1.5).

Targets of Opportunity

- Although there is currently no formal requirement for measuring the impact of country programs on Targets of Opportunity, the Mission should consider investing in the development of some minimal baseline data and tracking the indicators, whether or not it is asked to report on them, for reasons outlined in Section III. above.

USAID/Benin
Program Logframe Context
24 February, 1993



ANNEX 1

ANNEX - 2: OBJECTIVE TREE METHODOLOGY DEFINITIONS

Program: A program is the sum of the project, non-project, Pl-480 non-emergency food aid, PVO grants, and policy dialogue actions undertaken by an A.I.D. field missions in pursuit of a given strategic objective

Strategic Objectives: The highest level objectives in a Mission's Program Logical Framework which the Mission accepts as within their manageable interest. These objectives should be stated in terms of results that are as close as possible to positive changes in the lives of people, i.e. people level impact. The results at this level should be attainable in five to seven years.

Performance Indicators: Criteria for measuring progress in the attainment of strategic objectives.

Program Performance Assessment Plan: An institutionalized system for collecting and reporting program performance data on a periodic (usually annual) basis.

Program Activities: The inputs (projects, non-project activities, etc.) provided to achieve program targets and sub-targets that in turn contribute to achieving the Strategic Objective.

Program Targets: The major accomplishments a field Mission is willing to assume direct responsibility for in its efforts to achieve Strategic Objectives. The results at this level should be obtainable in three to five years.

Program Target Indicators: Measures that quantitatively or qualitatively demonstrate progress(or lack of same) in achieving Mission country program objectives. They should be clearly associated with points in time so as to enable judgments of that program's performance in achieving its objectives.

Program Goal: The highest level objective in the Mission Program Logical Framework. It should be stated in terms of results what are as close as possible to positive changes in the lives of people. The results to be produced at this level may be ten to twenty years in the future.

Sub-Goal: An intervening level objective between the strategic objective and the goal in the Mission's Program Logical Framework. By definition, it is above the level of Mission manageable interest. Results at this level should be attainable in less time than the goal level.

Target of Opportunity: An objective or activity incidental to the Mission's basic program strategy but nevertheless included in its portfolio for historical, political, humanitarian, or experimentation reasons.

Cross-Cutting Issue: An issue of programmatic or policy concern that permeates a Mission portfolio and warrants unified planning and monitoring but that does not constitute a separate strategic objective.

Manageable Interest: Those elements of a Mission Program Logical Framework for which management accepts responsibility for achievement, monitoring, evaluation, and reporting. The Mission probably will not control all the necessary and sufficient elements that produce the results for which it is taking responsibility. For those elements that it does not control, the Mission must monitor whether progress is being made so it can know if its objectives can and will be achieved.

ANNEX 3

CLEF Project/Program Logframe Elements

(based on workshop discussion 23 Feb, 1993)

GOAL

Improve the human resources base of Benin

PURPOSE

(original) Institute an effective, efficient, and equitable primary education system that is sustainable

(revised) Achieve sustainable quality, equity, and efficiency in the primary education system of Benin.

OUTPUTS

- curriculum development system
- teacher training systems
- FQL standards established
- MIS system
- school materials/textbook delivery system
- improved budget preparation and management system
- improved financial management and auditing capacity
- student examination and assessment systems
- policy for incorporating non-governmental actors in place
- enhanced NGO capacity to play role in education
- increase in nominal and relative importance of budgetary resources for primary education (especially non-salary costs)
- sufficient resources made available for primary education
- GOB policy framework to support private school development

Note: The revised CLEF purpose statement is stated as the Mission's Program Strategic Objective.

INPUTS

PAAD/PP

- Long-term technical assistance:
  - program management
  - MIS
  - Education planning
  - Support staff

- Short-term technical assistance (flexible mechanisms)
  - curriculum development
  - teacher training
  - other

- Facilities

- Budget support

- Policy conditionalities

- Training

- Donor Coordination

Potential Additions (via amendment)

- Financial management/accountability advisory services
- NGO umbrella fund
- Teacher training

ANNEX 4

Selection Criteria for Targets of Opportunity

	Urgency	GOB Absorbtv	Likely return/ Impact	Rel w/ other port	Implement feas- Mgmt	Other Donor Absence	Total
Red Population Gr rt							
Rural Water and San							
Strengthen Democrat							
Mater and Ch Health							
Strengthen Pr Sctr							
Environment							
Agriculture							
Infrastructure							

Scale: H=3 M=2
L=1
0=0

Definitions:

1. Urgency: Urgency of the problems in terms of broad-based economic growth.

2. GOB Absorptive Capacity: based on 1) presence of an adopted policy framework; 2) institutional capacity to execute said policy; and 3) correlation between policy and GOB practices.

3. Likely return: Probability that Mission would be able to demonstrate meaningful, measurable results in medium term (3-6 years).

4. Relationship to rest of program: Especially relationship to Human resource development sub-goal, particularly primary education.

5. Implementation feasibility: Likelihood of USAID ability to satisfactorily manage effort without increased staffing resources and significantly increased logistical support.

6. Donor Absence: Measures inversely the participation of other donors already in the sector, (Does their lack of activity create a need?

INDICATOR DEFINITION MATRIX

ANNEX 5

INDICATOR	DATA REQUIREMENTS	SOURCES	RELATIVE DIFFICULTY/COST	ASSUMPTIONS
Performance Indicators 1.a % of students enrolled in FQL schools.	- FQL standard defined - Schools evaluated with respect to FQL - Enrollment in FQL schools - Total enrollment	MEN functioning EMIS capable of producing FQL reports. Regular enrollment data from annual statistics	No additional effort or cost as FQL system will be cornerstone of MEN EMIS and planning reforms.	Consensus definition of FQL can be reached in a reasonable amount of time. EMIS system can be installed and functioning. Data will be obtainable for each school's rating compared to FQL.
1.b Total GER; female GER and rural GER.	- Enrollment data disaggregated by gender and by rural and urban zones - School age population data disaggregated by gender and by rural and urban zones	MEN functioning EMIS. 1990 census.	No additional effort or cost.	Census data will be properly disaggregated & made available to MEN Enrollment data is properly disaggregated.
1.c % of 3rd & 6th grade completers demonstrating mastery of core competencies.	- Sample-based assessment results	System of assessment based on competency based curricula.	No additional effort or cost.	New curriculum will be developed and implemented and assessment instruments established. MEN is capable of administering sample-testing.